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*The*  
**TRAINING OF  
EDUCATIONAL  
ADMINISTRATORS**

**STUDIES IN EDUCATION & PSYCHOLOGY**



सत्यमेव जयते

PRICE RS. 2 AS. 6 OR 4 SH.







# STUDIES IN EDUCATION AND PSYCHOLOGY

THE TRAINING OF EDUCATIONAL ADMINISTRATORS

*by*

J. P. NAIK



सत्यमेव जयते

PAMPHLET NO 4

MINISTRY OF EDUCATION GOVERNMENT OF INDIA  
BUREAU OF EDUCATION





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## Foreword

The whole problem of the training of teachers has had a chequered history in India. At one time it was generally held that it was not necessary to train teachers at all either because "they were never trained in the good old days and still did such good work" or because, "good teachers are born and not made". Gradually, however, it became apparent that Nature was rather niggardly in the matter of the birth of good teachers and proper training could make a good teacher better and a poor teacher less harmful than he would otherwise be. So the idea of training gradually worked its way into school education. At the college stage, it is still regarded as somehow infra-dig even to suggest the idea of training for teachers.

The present brochure is a strong and reasoned plea for providing adequate training for all those who are required to "administer" education in various capacities. It challenges the view that all administration is more or less the same and any one who can understand, say, revenue problems can just as well deal with educational problems. No one would deny that, in dealing with all kinds of administrative problems, common sense, understanding of men and their ways and certain other intellectual and moral qualities prove very useful. But it has to be admitted that all great and significant departments of human activity have their own special problems which require not only special techniques and special knowledge but also a special bent of mind and a proper outlook and ideology. Once Bertrand Russell made a significant distinction between the successful teacher and the successful bureaucrat - the former was interested in individual differences and uniqueness and anxious to bring them out while the latter was more concerned with similarities and uniformities which make neat



(ii)

classification and pigeon-holing easy. Although the educational administrator is generally classed with the bureaucrats, it seems to me that he should approximate more closely to the type of mind and outlook characteristic of a good character. It is, therefore, unwise and *functionally uneconomical*, if I may coin a phrase, to entrust educational administration to someone who may have an idea of administration but has no idea of education!

But that is not enough. The training that we give to a teacher is very useful for an administrator and a good teacher may, with the right type of mind and experience, develop into a good educational administrator in due course. It would, however, be distinctly better to provide for the future educational administrator a type of training which is more directly related to the job that he will have to handle. It should certainly have a good deal in common with the contents of training provided for the teachers but it should also deal specifically with problems which Head Masters, inspecting officers, supervisors etc. will have to face as part of their work. Such training - including instruction, observation and some practical work - will be no substitute for actual experience, critically and intelligently acquired, but it will help to safeguard the novice from making obvious mistakes from which his colleagues and ultimately the children may have to suffer for many years. Many persons find themselves starting their careers as administrators without any ideas about the problems that come their way. It is necessary to ensure that mere ignorance does not lead them into obvious pitfalls and for this purpose an intelligently planned course in educational administration is not only desirable but necessary.

This brochure by Mr. J.P. Naik, who has made a careful study of all aspects of primary education and educational administration, gives a useful survey of the problems that arise in this field as well as practical suggestions for dealing with them. The views that he has expressed are



naturally his own and do not commit the Government of India in any way. But he has certainly raised issues which deserve the serious consideration of all educational authorities and Training Colleges which are responsible for ensuring the efficiency of educational standards. The various practical suggestions that he has made may well form the basis for discussion and consideration in formulating policies in this behalf.

(K.G. SAIYIDAIN)

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# THE TRAINING OF EDUCATIONAL ADMINISTRATORS

## I - NEGLECT OF THE PROBLEM

The view that the administrators of education need some specialised training to enable them to discharge their duties efficiently has not been generally accepted in India yet. In fact, we seem to have proceeded on the tacit assumption that any intelligent person with a good general education and a sufficient stock of that rather indefinable quality, commonsense, may be trusted to conduct educational administration in a satisfactory manner. Several examples may be cited to support this view.

At the Government level, for instance, policies were decided by Executive Councillors in the past and are decided by Ministers at present, with the assistance of Secretaries to the Government in the Education Departments. Normally, neither the Executive Councillors nor the Ministers can be expected to be educational experts by training or profession. But, on that very account, it would appear to be all the more necessary that the Secretaries to the Government who bear the heaviest administrative responsibility should have some specialised training in education. But this point is not usually conceded. The posts of the Secretaries to the Government were regarded as the exclusive preserve of the I.C.S. and the appointment of the Education Secretary was governed by the exigencies of the general administrative service. Often, education does not have the status of an independent department of the secretariat<sup>1</sup>, so that a secretary has to

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1. This was the rule rather than the exception until very recently. At the Centre, the Ministry of Education was born in the post-independence era; in several State Secretariats, education is not an independent Department yet.

deal with some other departments as well. In such cases, not only does the Secretary have no special qualifications for dealing with educational issues, but is sometimes inclined to look upon educational files as the least important of those entrusted to his charge. As late as 1928, Mayhew spoke of the "experienced" Secretary who, after spending his morning energy on financial and judicial files, drafted his educational resolution with the sinking sun, and reminded educationists that their task was the formation of character and the training of good and productive citizens, and that their methods must be effective within the limits prescribed by economy and public opinion<sup>2</sup>. One feels that the picture was true of most Secretaries till 1947 and may still be true of some of them even today. This is partly due to the claim of the administrative services that they can efficiently handle any subject under the sun, and partly to the popular belief that education can be administered by any one; in short - the administrators of education need have no specialised training.

The history of the next important administrative post in the Education Department, the Director of Public Instruction, is better. When these posts were created in 1854, the Court of Directors could not think of any better proposal than that the first Directors of Public Instruction should be selected from the Indian Civil Service in order to raise the estimation in which these officers should be held by the people and to show the importance which the Government attached to the subject of education. We can hardly blame them for the failure to think of special educational qualifications at that distant period when the study of educational administration as a science was almost unknown. But the idea of selecting the Directors of Public Instruction from the Civil Service did not survive long because persons of that

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2. A. Mayhew: The Education of India, P.8.



cadre had no interest in becoming officers of the Education Department. Consequently, the posts of the Directors of Public Instruction were filled, occasionally by the direct appointment of a distinguished scholar, but more generally by promoting the senior-most officer of the Department. A convention was usually adopted that the Principal of the most important college in the State was promoted to Director. Sometimes this College happened to be a Training College for graduate teachers so that the Director had, more often than not, special educational qualifications as well as previous experience as a teacher, a trainer of teachers, and an inspector of schools<sup>3</sup>. Probably, the best qualified Directors (which, of course, does not necessarily mean the most successful ones) came from this source. But not every State had a training college (this was more true before 1910) nor was every training college fortunate enough to be regarded as the most important college in the State. In such cases, the Principal of an Arts or Science College or the seniormost Inspecting Officer usually became the Director of Public Instruction. Neither of them had any special educational qualifications for this specific job (this was especially true of the Principals) but they brought to it that nebulous commodity, general administrative experience. A majority of the Directors had no diploma or degree in education and several of them knew as much of educational administration as a science as Napoleon did of the Atom Bomb! A historian of education in India, therefore, finds it difficult to escape the conclusion that the absence of proper training in education in general and educational administration in particular has been a significant contributory factor to the failure of the large majority of our Directors to leave an impress on the Departments in their charge.

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3. The staff of training colleges is regarded as interchangeable with the inspectorate and hence it was often quite possible for a person to have all these experiences.

As regards the cadre of the educational administrators below the Director, viz., Deputy and Assistant Directors of Public instruction, Divisional and District inspectors and Inspectors of Secondary Schools, the position still appears to be far from satisfactory. The Despatch of 1854 had suggested that even some of these subordinate officials should be selected from the I.C.S.<sup>4</sup> For a time, even a proposal to create an "educational branch" of the Civil Service seems to have been under consideration<sup>5</sup>. But both the ideas had to be given up as the younger members of the Civil Service preferred to be Judges and Collectors than Inspectors of Schools. At this time, it was a matter for controversy whether even secondary teachers needed a specialised training for their job. Eminent officials like Sir Alexander Grant held the view that the university was 'the great normal school' for High School teachers<sup>6</sup> and denied the necessity of any other professional training for them. Even as late as 1882 when the Indian Education Commission was appointed, there was a powerful school of thought which held that secondary teachers needed no professional training; that the best way to teach a man to teach arithmetic was to teach him arithmetic; that if he knew arithmetic and wanted to have additional qualifications, he should be taught algebra rather than the methods of teaching arithmetic; that enthusiasm on the part of a teacher coupled with a natural aptitude or appropriate reading would give all the necessary insight into the methods of teaching and that a year or two of service under an experienced headmaster would be more advantageous than study at a normal school<sup>7</sup>. If such was the vehemence

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4. Para. 21.

5. *Vide* letter of Sir Alexander Grant, D.P.I., Bombay, (Report of the D.P.I. Bombay for 1866-67, Appendix F.)

6. *Ibid*, P. 33.

7. Report of the Indian Education Commission. pp. 235-36.



with which the training of secondary teachers was opposed, it goes without saying that the idea of training Inspectors of Secondary Schools would have been regarded as simply preposterous<sup>8</sup>. It was then assumed that any graduate was, *ipso facto*, a good secondary teacher and that whoever could be a good secondary teacher (or better still, a good college teacher) can also be a good Inspector of Secondary Schools or any higher administrative officer. The recruitment to all these posts in the administrative cadre, therefore, continued to be made on the basis of general educational qualifications alone and no professional training was ever demanded.

Even when the Indian Educational Service (or the I.E.S.) was organised in 1896 and all higher posts in the administrative line were made the exclusive preserve of this service which was centrally recruited in England, the necessity of professional training for educational administrators was still unrecognised. The application form for this great service looks almost farcical today. It began by enquiring the applicant's name, address and other personal data; passed on to find out the school, college and university where he received his education; asked for information regarding his hobbies, achievements in sports, previous experience, etc. and closed with a cryptic and almost apologetic question "educational qualifications (if any)"! A welcome change was, however, introduced later on when the idea that secondary teachers must have professional training became general. It came to be held, by the second decade of this century, that educational administrators of the higher cadre should preferably have a diploma or degree in education, equivalent to what a secondary teacher ordinarily obtained or something higher. But even now an exception was made in the case of

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8. The tradition seems to be that the higher we rise in the teaching profession, the less is the need for formal training. The idea of training was first accepted for primary teachers. After some years, it was extended to secondary teachers. The proposals to extend it still higher to administrators and university lecturers are still under discussion.

college-teachers or persons who held very high qualifications of general education (such as a tripos in mathematics or science) who continued to be admitted to the cadre even in the absence of professional training. Moreover, the fact still remained that the professional training now accepted as necessary was that designed for a teacher and not for an administrator. The basic assumption still was that any one who is a good teacher can also be an administrator and the view that an administrator of education must be trained in a special course which is different from that designed for a teacher had yet to be born. Consequently, the officials of the higher administrative cadre in education were generally ignorant of the scientific aspects of educational administration and had no opportunity to study its problems academically. They set about to do their job in a rule-of-thumb manner and gathered a good deal of "experience" by working between the boundaries of Government resolutions, orders, memoranda and circulars on one hand and the notings, synopses and drafts put up "for favour of perusal and orders" by an obliging subordinate staff on the other.

Some of them learnt quite a lot in the process and could be trusted to evolve broader policies or to take independent decisions. But others learnt to take things easy and often allowed the "clerks", who were described by Burke as "tyrants of the desks", to run the real show. The absence of specialised training in the case of most of the departmental officials, therefore, generally resulted in an amateurish handling of educational problems; and educational administration, instead of moving along the quickest route to a clearly defined pre-determined goal, merely rumbled on from one precedent to another in a haphazard manner.

A lead in this matter could have come from the universities. They might have established professorships of educational administration, conducted research in administrative problems, published studies on administrative matters, and instituted diplomas and degrees in educational administration



at the postgraduate level. But they failed to rise to the occasion and to do their duty. Right up to 1904, our universities were mainly examining bodies and did not undertake any teaching work. The Indian Universities Act of that year enabled them to organise teaching activities. But the idea that they should establish Education Departments of their own was late in gaining currency and was put forward for the first time by the Calcutta University Commission in 1919.<sup>9</sup>

Even this recommendation did not improve matters in any way because the university authorities thought only of teaching and teachers and not of administration and administrators in instituting educational courses before or after this date, or in creating departments of education. The University of Madras was first in the field and instituted the L.T. degree in 1886. Today, as many as 24 universities provide educational courses leading to diplomas or degrees. But in spite of the large variety of the nomenclatures and contents<sup>10</sup> of these courses, they all had the same object,

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9. Report, Chap. XLIII, para.5.

10. The following is the complete list of subjects taught in these courses at different universities:

(1) Educational Psychology; (2) Experimental Psychology; (3) History of Education; (4) Principles of Education; (5) Practice of Education; (6) School Management; (7) School Hygiene; (8) Comparative Study of Educational Systems; (9) Methods of Teaching Special Subjects; (10) General Methods of Teaching; (11) Basic Education; (12) Infant Education; (13) Experimental Education; (14) Adult Education; (15) Vocational Education; (16) Physical Education; (17) Linguistic Pedagogy; (18) Art; (19) Sculpture; (20) Music; (21) Spinning and Weaving; (22) Drawing and Blackboard Illustration; (23) Manual Training; (24) Nature Study and Gardening; (25) History of Indian Education; (26) Problems of Indian Education; (27) Mental and Educational Measurements; (28) Social and Abnormal Psychology Applied to Education; (29) Child-Guidance; (30) Education of the Handicapped Children; (31) Audio-Visual Education; (32) Present Educational System of India and Experiments Abroad; (33) Early Childhood Education; (34) Educational Sociology; (35) Practical Training in Crafts; and (36) English Phonetics.

viz., the training of teachers for secondary schools, and none of them included the study of educational administration in their curricula. More recently, however, a change for the better is noticeable. Several universities have instituted courses for the Master's degree in education which include a paper or two in educational administration. Although one has to be thankful even for such small mercies, it cannot be denied that the content of these courses and the manner of teaching them leave much to be desired and that our universities have failed in fostering the study of educational administration as a science.

It is, of course, difficult to say whether it was the failure of the universities to teach educational administration that led to its neglect by the departmental authorities or whether it was the absence of the departmental demand for specially trained personnel that prevented the universities from organising such special courses. The two things really work in a vicious circle. But as one has a right to expect universities to give a lead in educational reconstruction and as it is their duty to teach what society ought to learn, rather than what it wishes to be taught, it would be quite in order to place greater responsibility on the universities for our national failure to develop the study of educational administration as a science and for being unable to provide specialised training courses for the would-be officials of Education Departments.

The next lower group of educational administrators is that of the Inspectors of primary schools who form an interchangeable cadre with the staff of training institutions for primary teachers. The professional training of this group was far from satisfactory in the past and continues to be so even today. A certain percentage of the posts in this cadre are given to trained primary teachers on grounds of merit and seniority. These officials have always been trained as teachers; but their professional equipment has been defective from two points of view:



firstly, the general education of primary teachers as well as the quality of training given to them are far from satisfactory and cannot be regarded as adequate for an inspecting officer of the Department; and secondly, they have not been given any special training as administrators at any time. The remaining posts in this group are ordinarily given to trained graduates.<sup>11</sup> But what exactly is a trained graduate? A close examination of our training courses will show that the sole object of the training course is to qualify the student to be a teacher in a secondary school and, as a rule, he has no experience of teaching in a primary school and of studying the problems of primary education either before or during his training period. In spite of this obvious deficiency, he is held to be qualified, as soon as his training is over, for appointment on the staff of a training college for primary teachers or as an inspector of primary schools. The assumption underlying the practice is that a person who is fit to be a teacher in a secondary school is also fit to inspect primary schools and to train primary teachers. The idea that these two categories of jobs require specialised training substantially different from that given to secondary teachers has not yet occurred to us.<sup>12</sup> Consequently, the work of supervising primary schools or of preparing primary teachers is done by persons who have not been specially trained for their jobs. This does not, of course, mean that it has necessarily been done badly. But one is certainly justified in saying that if these officials had been properly trained, the problems of primary education would have received better attention and its qualitative progress would have been more satisfactory.

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11. This is the best appointment that could be made. Even today, several posts are held by ordinary graduates and undergraduates (trained or untrained). This was worse in the past.

12. The only exceptions are two: The Patna University gives a Diploma in Education (Primary) and recently, Diplomas in Basic Education have been instituted by the Graduates' Basic Training Centres.

It was possible for the Education Department to make up in two ways for this failure to provide well-planned and adequate pre-service training to the inspecting and administrative officials. To begin with, the Department might have organised suitable in-service training for all its officers including the inspectors of primary schools. In the Revenue Department, for instance, a candidate aspiring to higher posts is first put through a rigorous grind and made to work in various capacities for specified periods so that he gets a direct experience of the nature of work in every branch of the Department. He is then required to appear at and pass a difficult examination conducted by the Public Service Commission before he can be considered eligible for promotion so that every official of the rank of an 'Avval Karkun' or above has necessarily passed the examination.

A similar arrangement could have been made in the Education Department as well; but it has not been made nor has it been thought necessary. Secondly, attempts could have been made to produce the necessary literature on the subject so that the officials could have studied it and equipped themselves better for the performance of their duties. A lead might well have come from the Government of India; but barring an occasional lapse when a book like J.A. Richey's *Grants-in-aid to Schools in British India* appeared, the Central Bureau of Education did not involve itself in so unimportant a subject as educational administration. The universities have done nothing and private enterprise has not been roused to the problem at all. Consequently, books on educational administration in India are conspicuous by their absence and one is unable to get even that training which a shelf of good books can give.

It will, therefore, be readily granted that these failures to provide adequate in-service training and to produce the necessary literature have also made a significant contribution to the low level of departmental efficiency.



The lowest rungs of the administrative ladder are occupied by the large number of accountants, superintendents, head-clerks and clerks who work in the offices of the Education Department and of the local bodies entrusted with the control of education. This is a non-professional group of workers and satisfactory arrangements for their training are a minor, but still significant factor in raising departmental efficiency. It should have been a well established practice in the Education Departments to hold junior and senior examinations for their clerical staff—passing the first being a condition precedent to confirmation and the second for promotion as head-clerk, superintendent or accountant. But, with a few exceptions, no such examinations are held. The clerical staff is left to train itself and to learn its job by dealing with the different types of cases that arise in the course of day to day work. This hard school of practical experience does give a sort of training, sooner or later. But all the same, a systematic course of training followed by suitable examinations would undoubtedly increase the departmental efficiency and eliminate some of the misfits that would otherwise have to be tolerated.

It will be seen from the foregoing discussion that the present position regarding the training of educational administrators in India is far from happy. The study of educational administration as a science has been almost completely neglected; the universities have failed to provide adequate pre-service training courses in educational administration and the few courses that exist are neither well-planned nor properly taught. Hardly any provision for the in-service training of administrative staff is made at any level. No attempt is made to produce literature on the subject. Even the view that an administrator of education needs specialised training is not generally accepted. If the efficiency of our educational administration is to be raised, these unsatisfactory conditions will have to be improved and quickly.



## 11 - PRE-SERVICE TRAINING

Of the concrete proposals that can be made on the subject, the most important is that universities should organise specialised training courses in educational administration and that only such persons as have undergone them should be recruited to the administrative cadre of the Department. If such a rule is not acceptable on the ground that it would unduly restrict the field of selection and eliminate persons otherwise suitable, a rule should at least be made to the effect that the majority of posts would be filled by recruitment from such persons only as have undergone specialised courses in educational administration.

It may be taken as a generally accepted principle that an administrator must necessarily be a teacher although a teacher is not necessarily qualified to be an administrator. In other words, a diploma or degree in teaching should be regarded as a necessary though not a sufficient condition for being an educational administrator. The university courses in educational administration should, therefore, be preferably organised at the post-graduate level, i.e. as optionals for M.A. or M.Ed. in Education. At present some such provision is made at the following universities:-

*Banaras:* The M.Ed. examination can be taken in papers. A candidate has to appear in five papers of which four are compulsory and one optional. Of the five different options provided under the optional paper, 'Educational Administration and Supervision' is one.

*Baroda, Poona and Karnatak:* A candidate for the M.Ed. examination is to appear for two compulsory papers and for



four optional papers. Among the four options provided, 'Educational Administration' is one and a candidate has either to take two papers in it or to write a dissertation on an administrative problem.

*Bombay:* The M.Ed. examination can be taken by a dissertation and four papers - two compulsory and two optional. Of the five options provided, 'Educational Administration' is one and two papers must be taken in it.

*Delhi:* The M.Ed. examination can be taken in five papers. Paper III has four options of which 'Educational Administration' is one. A candidate is also allowed to write a long essay in lieu of this paper.

*Madras:* The M.Ed. examination can be taken in four papers - all compulsory - and a thesis. One of the compulsory papers is 'Educational Organisation and Administration'.

*Osmania:* The M.Ed. examination has to be taken in four papers - all compulsory. But under Paper IV, a candidate has to choose one out of six different options which include 'Educational Organisation and Administration' as one unit. Besides, every candidate is required to write a long essay in connection with each of his four papers.

*Saugor:* This is the only university in India which confers a distinct degree in educational administration, viz., M.Ed. (Administration) which is sharply distinguished from another equivalent degree, viz. M.Ed. (Teaching). It has to be taken with four papers and a dissertation.

The detailed courses along with lists of books recommended for study are given in Appendix A. A careful and comparative study of these courses shows that Saugar is the only university which has tried to create a distinct course for specialisation in educational administration. In all other universities, the option allowed for administration is so limited that a student choosing it cannot, in any sense, be said to have

'specialised' in educational administration. Moreover, in several courses, 'school' administration seems to have been confused with 'educational' administration. The former is really appropriate at the B.T. level and the M.Ed. Course should either eliminate it altogether or give it only a minor place. Similarly, the lists of books recommended will show that there are hardly any Indian books dealing with the subject and that, in most cases, there seems to be no alternative but to fall back on a few American publications. Finally, the drafting of the courses leaves much to be desired.

These serious defects are mainly due to three difficulties under which our universities labour: (1) They have had no guidance in framing the courses from the prospective employers of those who will be trained in these courses, viz., the authorities of the Education Department; (2) they find it difficult to secure competent personnel to teach the courses; and (3) they are greatly handicapped by the lack of necessary literature on the subject. A few suggestions to overcome these handicaps are made below.

### A Model University Course in Educational Administration

A really good start in planning satisfactory courses can only be made by the Government of India. This is a problem where university professors and senior officials of Education Departments have to collaborate in finding a solution. It would, therefore, be necessary to appoint a special Committee on an all-India basis to suggest the draft of a post-graduate training course in educational administration. It should consist of a few selected (1) Secretaries to Government in the Education Department, (2) Directors of Education, and (3) Professors of Educational Administration (or Heads of Education Departments) in universities. The Committee might issue a questionnaire and collect opinions



and views of important persons, analyse carefully the courses in educational administration provided in foreign universities and prepare, in detail, a model course in educational administration suited to the conditions in India. The report of this Committee would then form a basis on which every university can plan its own courses.<sup>13</sup>

### Teaching Personnel for the Post-Graduate Courses in Educational Administration

The second difficulty for the universities is to find the personnel to teach the courses. What the subject needs is a teacher who combines an academic outlook and training with some direct experience of educational administration. In training colleges conducted by Government, it is fairly easy to secure such personnel. Usually, the Education Departments have some highly placed officials who have research or other post-graduate degrees from India or abroad. Such persons can, for a time, be appointed in training colleges to lecture to or guide the students of educational administration. As they have a first hand experience of administration, their lectures on the subject will be real and vivacious - qualities that are ordinarily absent from the teaching of a professor who knows the subject from books only. But great difficulty is experienced in obtaining such efficient personnel in training colleges conducted by universities or private bodies. Here, there are only two alternatives: either the universities may seek the cooperation of Education Departments and appoint suitable officials in service as 'Visiting Professors' to lecture to their students on educational administration, or they (and the private bodies) may employ the services of suitable retired officials.

Still another alternative would be to employ persons who have secured a degree in educational administration in some foreign university, especially in America where

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13. A tentative outline of a post-graduate course in educational administration, prepared as a basis for discussion, is given in Appendix B.

the science of educational administration seems to have been studied with great zeal. But the experience is not very encouraging. The raw graduates who go abroad generally find it difficult to get a realistic insight into the subject and to apply their foreign learning to Indian conditions. What is, therefore, more fundamental to the problem is not a university degree in educational administration, but real experience of the administration in India itself. There is plenty of fine talent in our Education Departments and, if it is properly mobilised and harnessed to the cause of post-graduate instruction, it would be quite possible to organise the teaching of any course in educational administration in a very efficient manner.

### Production of Necessary Literature

The third difficulty of the universities is the non-availability of Indian text-books for these courses. This is a very bad handicap and the earliest steps have to be taken to overcome it. It must be remembered that we have, in our midst, the essential conditions that can foster an intensive study of the problem. In the U.S.A., the study of educational administration was fostered by the variety of educational practices adopted by the States Governments. There are 48 States; and education is a state subject. Consequently, a large variety of administrative practices grew up on almost every important issue of educational administration. Educationists, therefore, began to study these different variations. At first, the attempts were restricted to a mere description of the different practices. But very soon, comparisons between the various practices began to be made and their relative advantages and disadvantages began to be discussed. Such discussions, in their turn, led to a study of the more general principles underlying the different practices as well as to comparative studies of educational administration in other countries. The researches on these subjects led to a clarification of basic issues, to the formulation of the science of



educational administration, and finally, as harmful or less beneficial administrative practices began to yield place to better methods, to considerable general progress in the educational system itself.

The situation in India is similar. We have 27 states of which 18 are fairly big units of administration; there is a variety of practices and policies on almost every important issue; and the educational conditions vary materially from state to state. If only we can begin by making comparative studies of the different administrative practices in these 27 states, the foundations for the study of our educational administration will have been laid and a wealth of literature will soon begin to develop. But unfortunately, very little attempt is being made at present to carry out such comparative studies; and so little data on administrative matters is being published that it would not be wrong to say that a student of education in Bombay knows less about the educational administration in another state (such as Vindhya Pradesh or Madhya Bharat) than about administration in the U.S.A. or the U.K.]

Such conditions are really very unsatisfactory and the sooner they are improved, the better. The Bureau of Education of the Government of India can take a lead and publish the basic factual literature on the different administrative practices adopted at the state level; the State Government can collaborate by bringing out similar studies of different practices adopted within the state itself, say by local bodies in charge of education; and universities and private organisations can also co-operate by publishing the results of researches into special administrative problems and by arranging extension or special lectures by eminent educationists on important topics of educational administration.

### III - IN-SERVICE TRAINING

While, therefore, the importance of pre-service training for would-be educational administrators cannot be denied, it would not be proper to rely on it as the only means of training our educational administrators. In the first place, some of the persons recruited directly to the Education Department may have been college teachers who have had a good general education but are not trained graduates and have, therefore, had no opportunity of undergoing a university course in educational administration. Secondly, even those who have undergone a pre-service course of training will need refreshing and further education after obtaining a direct experience of administration. The needs of both these groups can, therefore, be met by arranging suitable in-service training for them.

#### Senior Departmental Examination

Probably the most effective method of in-service training is to hold a departmental examination and to insist on every official's passing it within a specified time. The practice of the Revenue Department to hold a Higher Qualifying Examination for its officers has been in vogue for so many years and has given such good results that there is no reason why it should not be extended to the Education Department. The proposal is so advantageous that we need hardly argue about its necessity; we should, on the other hand, discuss the details of its organisation.

In the existing circumstances, it would be necessary to have two departmental examinations, senior and junior. The senior examination should be designed for officials of



gazetted rank. Very naturally, its curriculum would have several points in common with the post-graduate course in educational administration discussed earlier; but the essential difference between the two would be that the first would be essentially *practical* in outlook, while the second would be mainly *academic* in character. The following is a tentative outline of a curriculum suggested as a basis for discussion:-

### Broad Outline of a Syllabus for the Senior Examination

The examination will comprise six papers as follows:-

*Paper I:* History of Education in Modern India.

*Paper II:* Problems of Indian Education.

These two papers are included here because it is absolutely essential for a gazetted officer of the Education Department of every state in India to have a fairly good knowledge of the history of education in modern India and of the major problems of Indian education. He will be called upon to solve the problems facing his own area; but he will not be in a position to take the right decisions unless he has a clear grasp of the general background of Indian education.

*Papers III and IV:* Educational Administration of the State concerned.

A gazetted officer will be expected to have a general idea of the growth of education in the state concerned and a fairly good idea of its present condition; to know the history of the Education Department of the state and its present structure; to have an intimate knowledge of all the educational legislation of the state (*i.e.*, University Acts, Grants-in-code, Primary Education Act and rules made thereunder, Children's Acts, etc.) and of the standing orders of Government on educational matters; to have studied the detailed organisation and working of all agencies working in the cause of education; and to have reflected upon the

educational problems facing his state. This is a fairly wide area and two papers would be quite essential to cover it adequately.

*Paper V: Comparative study of Educational Administration in other states of India and in foreign countries.*

At this level, it is in the interest of education that its officials should have a wide vision. It is necessary, but certainly not sufficient for them to be acquainted with the detailed organisation of the educational administration in their own state, and one has a right to expect that they should have some idea of the administrative practices adopted elsewhere. Hence, even to know the administration of their own state more intimately, the gazetted officials must also have a general idea of educational administration as it is carried on in other states of India and in foreign countries like the U.K. or the U.S.A.

*Paper VI: Investigation or long essay.*

In lieu of this paper, the official concerned should be expected to present the results of any educational investigation that he may have carried out or a long essay written by him on an educational topic of his own choice. It will show his capacity to think originally on a subject; and even if this is regarded as too high an expectation to be practical, such a demand will at least help many an officer to discover his special interests and develop specialised reading and studies on educational topics.

### Junior Departmental Examination

The Junior examination should be conducted for non-gazetted officers. Its curriculum should be similar to that of the senior examination but should, on the whole, be much simpler. It may comprise four papers only as follows:-



*Paper I: History and Problems of Education in India.* This will be a combination of Papers I and II of the senior examination.

*Papers II and III: Educational Administration in the state concerned.*

These would be the same as Papers III and IV of the senior examination, but questions asked would be of simpler type.

*Paper IV: Problems of Mass Education (i.e., Social and Primary).*

As these officers will be mainly dealing with primary schools, it would be necessary to acquaint them more fully with this subject.

#### Problems connected with Departmental Examinations

The holding of these examinations, if agreed to in principle, will raise several allied issues. Who should conduct them? Should they be obligatory on new entrants only or should they be made compulsory for officials in service as well? Should any exemptions from them be granted at all; and if so, on what principles? Should a pass at the appropriate examination be made a condition precedent for confirmation (or for crossing the efficiency bar) or should the failure to pass the examination be penalised just by withholding further increments? Whether it should be obligatory on an official to have put in a specified active service before appearing at the examination? These and other questions are very pertinent from the practical point of view. But they hardly need to be discussed here when the very necessity of holding such examinations is under consideration. These details may, therefore, be taken up at a later date.<sup>14</sup>

It would, however, be worthwhile to raise one specific issue, viz., what should be the authority to hold

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14. Some ideas on these subjects have been suggested, as a basis for discussion, in Appendix D.

the senior examination? There is no doubt that the state concerned should hold the junior examination; but the officials appearing at the senior examination in any one state would indeed be very few in any given year. For this as well as for the more important consideration of maintaining standards and developing all-India contacts, it would be desirable to hold the senior examination at least on an all-India basis. If this view is accepted, the lead in the matter will have to come from the Government of India.

### Conferences

Another method of giving in-service training would be to arrange periodical conferences of departmental officers which provide them with a good opportunity to meet one another, to establish personal and social contacts and to discuss a number of things informally. No argument is necessary to prove the importance of such conferences because they are increasingly held and are becoming a regular feature of the administration. But something has to be said regarding the method of holding such conferences. It is essential that they should not be hurried and that no attempt should be made to cramp a lengthy agenda in a sitting or two. They should be preferably spread over three to five days - the officials can be free to meet even for a week during the school holidays - and their venue should be carefully selected in some healthy and beautiful spot so that they will have the feeling of enjoying a holiday. Venues in different parts of the state should be selected for successive conferences so that every official will have an opportunity of knowing the various regions of the state and of studying them first-hand. The character of the discussions should be informal and general. Many a conference degenerates into a church service where one big person after another rises to deliver sermons while most of the officers are required to sit quietly and listen. Such pitfalls should be scrupulously avoided and an attempt should be made to see that



the agenda is discussed in a free and cordial spirit and that the largest number of officers participate in it. It would greatly add to the utility of the conferences if professors of educational administration in the universities were also invited to attend them. The scholar would thus meet the practical worker and both would not only enjoy the experience but be the richer for it. Regarding the agenda, it may be suggested that although the major portion of the time will naturally be devoted to problems in the state educational administration, some room should also be made for the discussion of general problems in Indian education. Moreover, the officers should be individually encouraged to prepare and read papers on educational topics in general and on educational administration in particular, and some time should be set aside for the reading of such papers and for their discussion. Finally, a fairly detailed summary of the proceedings should be published and made available for further reference. If conferences are annually organised on these principles they will become rich educative experiences to the participants and will help materially in increasing their efficiency as educational administrators.

### Furlough Studies

A third way to give in-service training to officials would be to revive the old system of furlough studies. This was originally devised in 1902 for the members of the I.E.S. and the following passage from the *Quinquennial Review of the Progress of Education in India (1902-07)* describes it in broad outlines:-

"1012. The Secretary of State approved, in the year 1902, a system by which officers of the Indian Educational Service are permitted to spend part of their furlough on special duty for the object of studying educational methods and developments in other countries. A few simple rules are laid down for this purpose. The period of study ordinarily

does not exceed six months. The officer who wishes to take advantage of the system must make an application in good time, and must sufficiently define the scope of his intended inquiries. The Director of Public Instruction in the province where the officer serves, when receiving such an application, considers it both with reference to the needs of the province and to the fitness of the officer to carry out the inquiries, and the proposal, if approved, is submitted by the local Government to the Government of India. These conditions being observed, the Secretary of State obtains the necessary facilities, and the officers who have carried out these studies have gratefully acknowledged the assistance which has been rendered to them, at the request of the India Office, by the Education Departments of the United Kingdom and other countries. On his return from study the officer submits a report of his proceedings and of his observations. The system has proved most useful to those who have availed themselves of it, and the Education Departments in India receive the benefit of the wider knowledge of educational problems which their officers thus acquire."

The scheme was abandoned later on grounds of financial stringency; but it is high time to revive it again. Certain modifications will, of course, be necessary to suit existing conditions. It may, for instance, be laid down that no official will get leave for furlough studies on more than two occasions in the whole period of his service and that a gap of not less than five years must intervene between one award and another. Secondly, the State Governments concerned should bear the whole expenditure on account of the study when it is to be conducted in India; but the approval of the Government of India may be laid down as essential for purposes of co-ordination and to avoid overlapping. In respect of studies abroad, however, the Central Government may give a subsidy of 50 p.c. of the total expenditure. The reports of the studies would be of use, not only to the state that sanctions them, but to other states as well. Hence, they



should preferably be published by a single agency such as the Central Bureau of Education<sup>15</sup>

### Training by Doing

An interesting method, capable of a much wider application, had been evolved under British Rule to train entrants to the I.C.S. The new recruit, although destined to be a Collector or even to rise to the position of a Member of the Executive Council, had to begin very humbly. He was first attached as a 'supernumerary' to a District Office and started by sitting at the table of each clerk to see what type of work came in and how it was disposed of. After thus becoming familiar with all types of work transacted in a Taluka or Tahsil Office, he became a Head-Karkaun and third-class Magistrate. Then he was promoted to be Mamlatdar and a second-class Magistrate and after some experience of that work, he was posted as a Prant Officer and first-class Magistrate. In due course, he was made a Collector and, in several cases, was even promoted to higher posts.

This, in essence, is the method of 'training by doing'. The officer begins practically as a clerk and rises through every successive stage. He thus gets all the insight and experience of one who has risen from the ranks without the inconvenience of having to rot, at each stage, for years together. Unfortunately, such a method is hardly ever adopted in the Education Departments to train the direct recruits to its cadre of officials. The most usual practice is to harness a new entrant to a vacant post as quickly as possible and to leave all his further training purely to chance. This is not a happy state of affairs and the Heads of Education Departments have a good deal to

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15. For further details of the old furlough studies, see Appendix C.

learn from the old method of training Civil Servants. It ought to be possible for them to plan methodically the training of each direct recruit to the official cadre. He should be kept as a supernumerary for about six months during which time, he should be made to study the working of the Department in all its aspects on lines broadly similar to those adopted with direct recruits to the Civil Service.

### Type of Books Required

It was stated earlier that the non-availability of necessary literature was one of the important difficulties which prevented the universities from organising vitalised pre-service training courses in educational administration. The same difficulty will arise again with respect of the departmental examinations which have been suggested for in-service training. This is an additional argument to show the urgency of the problem and to accord it a high priority.

The agencies which might collaborate in the production of this literature were indicated earlier. It may be added in passing that the system of furlough studies, if revived, will materially contribute to the literature on the subject. The only point that remains to be discussed, therefore, is about the type of books that are needed to make a reasonable start. First in order may come the studies of educational administration in each individual State. These should give a brief historical outline of the development of educational administration in the area selected for study; then proceed to describe, in as much detail as possible, the existing administrative organisation; and finally discuss recent trends and problems. The whole study should be mainly descriptive and, only incidentally critical.

Such studies will form the basic documents of reference on the different systems of educational administration in India and the Central Bureau of Education should give a lead



in this matter. It should appoint a general editor who should prepare a plan for the series as a whole, obtain the data from State Governments, and then bring out the different books in the series in a uniform and methodical manner. Next, in order, would come studies devoted to special problems of educational administration such as federal aid to education, systems of grants-in-aid, enforcement of compulsory education, etc. Each study should deal with the historical development of the problem under investigation; then compare and discuss the different administrative practices adopted in the matter by the 27 States of India, and, if necessary, by foreign countries as well; and finally suggest certain lines for future development. Here, too, the lead may come from the Central Bureau of Education which should select the most competent person available to write the book or booklet on a problem, collect the relevant data through its own agency, and make it available to the selected writer, and finally, publish the study under its auspices. The publications in this group will not only be large in number but also constitute the most important one. Moreover, other agencies like universities, private organisations, State Governments, etc. can collaborate with the Central Bureau of Education more usefully in this field than in any other. Finally, a third group of publications will comprise important reference works. For instance, it would be very useful for reference purposes to have a single volume in which all the Primary Education Acts in India are given. Similar volumes may be compiled for all University Acts; all syllabuses of training institutions for primary teachers; all grants-in-aid codes; and so on. These, too, should be published by the Central Bureau of Education.

### Training of Clerical Staff

The last but not the least important aspect of in-service training is the professional education of the clerical staff employed in the offices of the Education Departments or local bodies entrusted with the control of education.

Obviously, it is neither possible nor necessary to give them any professional pre-service training; but once they are recruited to the Department, steps must be taken to train them for their duties as quickly and as efficiently as possible. The best way, of course, is to organise departmental examinations - a junior examination which every clerk should be required to pass prior to confirmation and a senior examination which must be passed by every clerk who aspires for promotion as head-clerk, superintendent, accountant, etc.

### Junior Clerical Examination

The syllabus for the junior examination should be fairly simple. There should be four papers as follows:-

*Papers I and II: Educational Administration in the State concerned.*

The detailed syllabus of these two papers should be on the same lines as that for papers II and III of the junior examination for officials, but the questions should be simpler and the whole subject should be approached from the clerical point of view. A clerk is expected, for instance, to know the principal provisions of the law on all important educational matters so that he can deal with "cases" entrusted to him; to know the procedure to be followed in typical cases that arise from day to day; and to be familiar with the general pattern of educational administration in the State. The examination under these two papers should be principally designed to test this knowledge.

*Paper III: Financial and Service Rules.*

Under this paper, the object should be to test the clerk's knowledge of account procedures and service regulations. He is expected to be familiar with the usual system of maintaining accounts; to manage treasury transactions, to prepare pay, T.A. and contingent bills; to know rules and procedures regarding leave, pensions, provident funds, and



other matters relating to the services staff; to indent supplies; and, in general, to be able to dispose of all work regarding money transactions, audit, and control of services. This paper will test whether the candidate is well grounded in these subjects.

*Paper IV: General.*

This paper will test the candidate's ability to prepare a precis, to submit notes on cases, to draft common letters, to classify and file papers, to be able to deal with other departments where such dealings become essential, etc.

### Senior Clerical Examination

The senior examination will be on similar lines but will be more difficult. It will comprise six papers as follows:-

*Papers I, II and III:* These should be on the same lines as Papers I, II and III for junior officials.

*Paper IV:* Financial matters

*Paper V:* Service Regulations

These two papers will be an amplification of Paper III of the junior examination. But the standard of knowledge expected will be high and worthy of a person who is required to take decisions rather than of one who has merely to put up cases for orders.

*Paper VI:* Office-procedures

The object of this paper is to examine the candidates ideas on office-procedures. A clerk is only expected to know the office-procedures and not to challenge their validity. But a person of the status of a head-clerk is expected to think about them, to know the general principles underlying the usual procedures, to be critical of the status quo rather than submissive to it, and to be able to design or suggest new procedures with a view to eliminating

red-tape and securing prompt disposal. This paper will try to test the candidate's knowledge of office-procedures from this higher stand-point.

### Training of the Clerical Staff of Local Bodies

Regarding the in-service training of the clerical staff of local bodies entrusted with the control of education, the same arguments will apply and it will be necessary to hold two departmental examinations for them also. In the State of Bombay, such examinations are already being held.<sup>16</sup> As things stand at the moment, primary education is not transferred to the control of local bodies in all the States. But wherever it has been, action on lines similar to those in Bombay would be advisable.

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16. The rules and regulations of these examinations conducted by the Govt. of Bombay are given in Appendix F.



#### IV - CONCLUSION

Educational administration has been greatly neglected in India. Several factors have contributed to this unhappy state of affairs. There is, for example, the century old tendency to imitate England and English precedents so that the non-development of administrative studies in England has led to their almost complete neglect in India. Secondly, our superior educational services were almost fully monopolised by British officials right up to 1919. Indianisation thus started late and as the old I.E.S. took an unconscionable time dying, it was not before 1937 that Indian officials obtained any real authority to control and direct the administration. Thirdly, the universities, as stated already, failed to give the necessary lead and develop the study of educational administration as a science. But probably the most important contributory factor was the attitude of tutelage on the part of many Indian officials themselves. It is true that this tutelage was the result of a long period of subordination to foreign domination and to the suppression of individuality under the steam-roller of official 'discipline'. To explain a fact, however, is not to excuse it and it must be categorically stated that the consequences of this tutelage have been disastrous<sup>17</sup> and that educational administration cannot improve unless the old attitude of being satisfied by standards of merely mechanical efficiency have been replaced by a critical and scientific attitude. The best way to bring about this desirable change is to train our educational administrators properly, to make them study educational administration as a science, and generally to develop, on their part, a well-informed, scientific and critical attitude to the tasks that

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17. Vide R.V. Parulekar: Literacy in India, p. 162.

they are called upon to perform from day to day. All the suggestion made in the foregoing pages have this important objective in view.

In a preliminary survey of this type, the object is not to lay down unquestionable facts for acceptance, but to raise fundamental issues and formulate problems in order to stimulate thought. This brochure, therefore, has a simple and unambitious objective. On the one hand, it proposes to question the complacency of officials who may think that all is right with the departmental world and who feel that the last word on educational administration had been written some time before the great I.E.S. came to an end. On the other hand, it also tries to destroy the cynical pessimism of others who believe that things are in such a mess that they can hardly be improved within a reasonable time. It proposes the practical thesis that the existing situation, bad as it is, can be very greatly improved within a short time if certain fundamental reforms are put through and action along certain lines is initiated.

The suggestions made here need not be taken as final. At best, they are tentative and have been offered merely as a basis for discussion. Truth is seen in its proper form only when several minds try to grapple with a problem and pool their experiences together. This effort, therefore, will have more than served its purpose if it creates ripples in static waters and brings new facets of the problem and new ways of dealing with them to light.



## APPENDIX A

## UNIVERSITY COURSES IN EDUCATIONAL ADMINISTRATION

I. BANARAS: The M.Ed. examination shall be confined to an advanced study in Education.

The examination in the advanced study in Education shall consist of:

Paper I - Educational Philosophy and Theory

Paper II - Educational Psychology and Statistics

Paper III- History of Indian Education

Paper IV - A comparative study of the methods, practices and systems of some of the advanced countries of the world

Paper V - Any one of the following:

- (i) Experimental Education
- (ii) Vocational and Educational Guidance
- (iii) Basic Education
- (iv) Adult Education
- (v) Educational Administration and Supervision

*Detailed syllabus for Educational Administration*

1. The functions of Educational Administration - The purpose of Educational Administration - State and Educational Administration

2. Type of Administration:

- (a) Education for political conformity - the totalitarian States
- (b) Education for adaptation
- (c) Education for cultural solidarity
- (d) Education for efficiency

### 3. School Administration:

- (a) Education and schooling - the States and Education
- (b) School Organisation - classification of Schools. Infant schools, primary schools, secondary schools, higher institutions, vocational institutions, the problem of co-education in these schools
- (c) An outline study of school systems in some important foreign countries
- (d) School finance - grants-in-aid system - State control, school accounts, school budgets
- (e) School teachers - teachers' work, success of teachers, their salary and social status
- (f) School building - plan of the school building, requirements and equipment
- (g) Contacts with parents; parent-teacher-organisation
- (h) Equality of educational opportunity; the proper guidance of pupils within the school and on leaving the school

### 4. Supervision:

- (a) The Nature and Scope of Supervision
- (b) Principles governing the Process of Supervision
- (c) The Administrative Organisation of Supervision
- (d) The Planning of Supervision Programme

### Books Recommended for Study

Kandel: Types of Administration

Parry: Outlines of School Administration

Lindsay: Problems in School Administration

Barr, Burton, Brueckner: Supervision

11. **BARODA:** The M.Ed. examination shall be taken by six papers or by four papers and a dissertation in lieu of any one of the four optional sections.



GROUP I - COMPULSORY FOR ALL CANDIDATES  
(Two Papers)

Paper I - Philosophy of Education and Educational Sociology  
Paper II - Advanced Educational Psychology

GROUP II - OPTIONAL  
(4 Papers)

(Candidates shall have the option of selecting any two of the four sections A, B, C and D, each of which shall comprise two papers. Candidates may submit a dissertation in lieu of one of the two sections offered by them.)

Group A: History of Education

PAPER I: EDUCATION IN MODERN INDIA

A. History of Education in India from 1800 onwards.

1. Life, ideology and contribution of eminent Educationists.
2. A Study of the following documents:-
  - (a) Enquiries by Elphinstone and Munro.  
Adam's Reports.
  - (b) Minutes on Education by Macaulay, Elphinstone and Auckland.
  - (c) Wood's Education Despatch. Stanley's Education Despatch.
  - (d) Report of the Indian Education Commission, 1882.
  - (e) Report of the Indian Universities Commission, 1901.
  - (f) Government Resolutions on Educational Policy, 1904 and 1913.
  - (g) Report of the Calcutta University Commission.
  - (h) Report of the Hartog Committee.
  - (i) Report on Post-War Educational Development in India - 1944.
  - (j) Report of the Indian Universities Commission, 1949.

3. The growth of primary, secondary, university, women's, vocational and adult education.
4. Growth of National Education.

*B. Problems of Indian Education.*

1. The problems of the national language, regional language, and the place of English in education in Free India.
2. Problems of the universities in India with special reference to types of organisation, functions, medium of instruction and finance.
3. Problems of primary education with special reference to:-
  - (a) Compulsory education.
  - (b) Basic education.
  - (c) Curriculum and examination.
  - (d) Finance.
  - (e) Administration and supervision.
4. Problems of secondary education with special reference to:-
  - (a) Relationship with primary and university education.
  - (b) Curriculum and examination.
  - (c) Finance.
  - (d) Administration and supervision.
5. Pre-primary education.
6. Adult education with special reference to liquidation of illiteracy and "Social Education".
7. Teacher education. Emoluments, and conditions of service of primary and secondary teachers.
8. Problems of professional and vocational education.
9. Problems of women's education.
10. Outstanding educational institutions in India such as Vishvabharati, Gurukul, Indian Women's University and Vidyapith.



## PAPER II

## HISTORY OF EDUCATIONAL THOUGHT AND MOVEMENTS IN THE WEST

1. Greek and Roman Education - Socrates, Plato, Aristotle and Quintilian.
2. Education in the Middle Ages; Monasticism, Scholasticism and Mediaeval Universities.
3. The Renaissance. Humanistic Education. Humanistic Realism. Montaigne. Educational Influences of the Reformation. The Early Scientific Movement. Bacon. Comenius.
4. The Disciplinary Concept of Education. John Locke.
5. Naturalism in Education. Rousseau.
6. The Psychological Tendency—Pestalozzi, Herbart, Froebel.
7. The Scientific Tendency - Herbert Spencer, Thomas Huxley.
8. The Sociological Tendency and Nationalism in Education.
9. Current Tendencies in Education — John Dewey, T.P. Nunn, Montessori.

## Group B. Administration of Education

## PAPER I

## PRINCIPLES OF EDUCATIONAL ADMINISTRATION AND ADMINISTRATION OF EDUCATION IN INDIA.

## A. Principles.

1. Scope of educational administration and the factors determining its character. Educational administration as social policy. Educational administration and adaptability of school systems.
2. Educational control and management:  
Educational authorities; Central, State and Local.
3. Supervision: Concepts, principles, planning and organisation. Objectives of inspection and methods of achieving them. Inspecting of school office, registers and accounts. Reporting of inspection.

## 4. Educational Finance:

(a) Sources of income: State and private: Central,  
State and Local: Endowed and Provided.

(b) Grant-in-aid.

## 5. Research in educational administration.

## B. Administration of Education in India.

1. Outline study of educational administration in England, U.S.A., U.S.S.R., China and Japan.
2. The role of the Central Government in education from 1773 to the present day in India: Government of India Act, 1919, 1935 and the New Constitution.
3. Central grants to education in the past and present.
4. Organisation of the Ministry of Education.
5. The Central Advisory Board of Education.
6. Central Government and Higher Education.

Note: The study of educational administration in India is to be made in relation to the countries mentioned in (1) above.

## PAPER II

## EDUCATIONAL ADMINISTRATION IN THE STATE OF BOMBAY

1. Government and its advisory bodies.
2. The Education Department - its organisation and functions.
3. The Universities in the State. Their relation to the Government and the Education Department. University teaching and finance.
4. Private educational enterprise and the Bombay Grant-in-aid Code.
5. Secondary education and its problems.
6. The Bombay Primary Education Acts and Rules.
7. Problems of Primary Education in the City of Bombay.
8. Technical education and special institutions.
9. Training of teachers.
10. Finance of education.
11. Problems of educational reconstruction.

Note: The study of Educational Administration in the State of Bombay is to be made in comparison with that in some of the important States in the Indian Union.



## Group C. Comparative Education

### PAPER I: SYSTEMS OF EDUCATION.

A comparative study of pre-primary, primary, secondary, and university education in the U.K., the U.S.A., the U.S.S.R., Germany and Japan.

Note: Attempt should be made to compare the educational systems with the system in India.

### PAPER II: SPECIAL PROBLEMS IN EDUCATION.

1. A comparative study of the problem of liquidation of illiteracy in the U.S.S.R., the Philippines, Mexico and China.
2. A comparative study of social education, vocational education, teacher training and educational finance in the U.K., Denmark, Ceylon, the U.S.A., the U.S.S.R., and Japan.

Note: Attempt should be made to compare the special problems in education with those in India.

## Group D. Experimental Education

### PAPER I: STATISTICS AND TECHNIQUES OF RESEARCH IN EDUCATION.

#### 1. Statistical Methods:

- (a) Simple and complex analysis of variance.
- (b) Bivariate linear regression and correlation.
  - (i) Product-Moment correlation coefficient.
  - (ii) Reliability of Product-Moment correlation.
  - (iii) Significance of differences between  $r$ 's combining correlations.
  - (iv) Effect of school differences upon correlation coefficient.
  - (v) Tests for linearity of regression.
  - (vi) Biserial correlation.
  - (vii) Tetrachoric correlation.
  - (viii) Rank correlation.

#### 2. Elementary Factorial Analysis.

### 3. Methodology of Educational Research.

- (i) Selection of problems for research. Defining the problem.
- (ii) Survey of related information.
- (iii) Formulation and testing of hypotheses.
- (iv) Classification of research methods.
- (v) Historical Method.
- (vi) Normative-Survey Method: survey testing, questionnaire inquiries, documentary frequency studies.
- (vii) Normative-Survey Method: interview, observation and appraisal procedures.
- (viii) Experimental Method.
- (ix) Other methods of research - especially adapted to the analysis of complex casual relationships.
- (x) Analysis and interpretation of data.
- (xi) Formulation of conclusions and generalizations.
- (xii) Preparation of the research report.
- (xiii) Standards for evaluation of writing, research and procedure in education.

### 4. Construction and evaluation of tests—

- (i) Form of the test, content, difficulties, instructions.
- (ii) Evaluating the data, standardization, reliability and validity.

### *PAPER II: EXPERIMENTAL PSYCHOLOGY.*

The psycho-physical methods. Important experimental work done on sensation, perception, attention, reflex action, reaction time, work and fatigue, suggestion, feeling and emotion, imagery, association, learning, transfer of training, perseveration, memory, imagination, higher thought processes, language development, intelligence tests and personality tests.

Note: 1. Students are expected to perform at least fifty experiments on the topics enumerated above and use statistical methods wherever possible.

2. Candidates are required to maintain a log-book of the experiments performed and to produce a certificate of having performed the experiments.



## books recommended for study

### PAPER I

1. Government of India - Indian Education - Quinquennial Reports 1922-27 onwards
2. J.M. Sen: Elementary Education in India
3. Central Advisory Boards Report (Sargent Scheme)
4. Reports on Public Instruction of the Provinces and States concerned for the latest five years

### PAPER II

1. Kandel: Studies in Comparative Education, Chapter V
2. Mohiyuddin and Siddalingaiah: School Organisation and Management
3. H.G. Stead: Modern School Organisation (University Tutorial Press, London)
4. Critical Problems in School Administration - Twelfth Year Book, 1934 - Published by the Department of Superintendence, Washington
5. Educational Year Book - The end of an Era, Chapter IV - 1941, Columbia University, New York
6. Bombay D.P.I's Reports - The latest five Annual Reports and Quinquennial Reports from 1921-22 onwards
7. The Bombay P.E. Acts and Rules thereunder

III. BOMBAY: The following is the scheme for the M.Ed. Examination:

### COMPULSORY

Paper I - Philosophy of Education

Paper II - Advanced Educational Psychology

### OPTIONAL

Group I - Education in Modern India

Group II - Administration of Education

Group III - Comparative Education

Group IV - History of Educational Thought

Group V - Experimental Education

*Detailed Syllabus for Group II*  
**Administration of Education**

*Paper I . Principles of Educational Administration and Finance*

1. Scope of educational administration and the factor determining its character
2. The State in relation to education, with reference to the Legislature, the Ministry and the Central, the State and Local Governments
3. Supervision — Concepts, principles, planning and organisation — The importance of research in supervision
4. Parent-teacher cooperation
5. Educational Finance

*Paper II - Educational Administration and Finance in India with special reference to the State of Bombay*

**A. The Central Government**

1. (a) The role of the Central Government in education from 1773 to the present day
- (b) The Central Advisory Board of Education
- (c) The University Grants Committee
- (d) Central Grants to Education in the past and present
- (e) Comparison of the role of the Central Government in Education to that of the Federal Government in the U.S.A.
- (f) Educational clauses in the Constitution of India
2. The sphere of the Provincial or State Governments in education under the Government of India Acts of 1919 and 1935 and under the new Constitution
3. Organisations of the Ministry of Education

**B. Educational Administration in the State of Bombay**

1. Government and its advisory bodies
2. The Education Department - its organisation and functions



3. Universities in the State – Their relation to the Government and the Education Department – University teaching and finances
4. Private educational enterprise and the Bombay Grant-in-Aid Code
5. Secondary Education and its problems
6. The Bombay Primary Education Acts and Rules
7. Problems of Primary Education in the City of Bombay
8. Technical education and special institutions
9. Training of teachers
10. Finance of Education
11. Problems of educational reconstruction

#### Books recommended for Study

##### PAPER I

1. I.L. Kandel: Studies in Comparative Education, Chap. V (George G. Harrap & Co.), 1933
2. J.B. Sears: Public School Administration (The Ronald Press Co.), 1947
3. William G. Carr: School Finance (Stanford University Press), 1933
4. Supervision of Instruction as a Function of State Departments of Education (U.S. Office of Education), 1941
5. Harold Benjamin: Emergent Conceptions of the School Administrator's Task (Stanford University Press), 1938
6. Nelson B. Henry: Changing Conceptions in Educational Administration (The University of Chicago Press, the Forty-fifth Year Book of the National Society for the study of Education, Part II), 1946
7. Julia E. Johnsen: Federal Aid for Education, the Reference Shelf. Vol. 14 (The H.W. Wilson Co.), 1941
8. Mort and Ruesser: Public School Finance (McGraw Hill Book Co.), 1941
9. Barr, Burton and Brueckner: Supervision (D. Appleton-Century Co.), 1938
10. Reavis, William O: Democratic Practices in School Administration (Chicago University Press), 1939

## PAPER II

1. Quinquennial Reviews of Education in India since 1886 (relevant portions only)
2. Issues of the Education Quarterly, 1949-50 (relevant articles only)
3. Reports of the Director of Public Instruction, Bombay, since 1921-22
4. Bombay P.E. Acts of 1923, 38 and 47, The Bombay P.E. Rules, 1949
5. The City of Bombay Primary Education Act, 1920
6. The School Committee Manual, 1947 (relevant portions only)
7. R.V. Parulekar: Report on Revision of Constitution. Powers and Duties of the Schools Committee of the Bombay Municipal Corporation and on some Educational and Administrative problems of Primary Education in the City (Municipal Printing Press), 1949
8. The Bombay Grant-in-Aid Code
9. All reports of the Committee on educational topics appointed by the Government of Bombay since 1921 (Students will be expected to have a knowledge of the action taken by Government on the recommendations made in these reports)
10. Acts of all the Universities in the States; The S.S.C. Examination Act, 1948

IV. DELHI: The M.Ed. examination shall comprise the following five papers:

- Paper I - Philosophy of Education (including Educational Sociology)
- Paper II - Advanced Educational Psychology (including experimental work)
- Paper III - Educational Administration or Principles of Curriculum Construction or Mental Hygiene and Child Guidance or Teacher Training



**Paper IV - Experimental Education or Educational and Vocational Guidance or Comparative Education or History of Education**

**Paper V - Methodology of Educational Research**

*Detailed Syllabus for Educational Administration*

Scope and purpose of Educational Administration. Central, provincial and local authorities connected with educational administration. Educational finance. Administrative organisation of supervision. Principles of supervision. Techniques of supervision and evaluation of its effectiveness. Relation between teaching and supervision staff. Uses of educational research to an educational administrator. Problems of educational administration.

**Books recommended for study**

1. Barr, Burton and Brueckner: Supervision (Appleton)
2. National Society for the Study of Education: Changing Conceptions in Educational Administration (University of Chicago Press)
3. Melby: Organisation and Administration of Supervision (School Pub. Co.)
4. Nutt: Supervision of Instruction (Heath)

**V. MADRAS:** The M.Ed. Examination consists of four papers and a thesis as follows:

- A. Educational Psychology with emphasis on Experimental Education
- B. Educational Organisation and Administration
- C. History of Education
- D. Current Problems in Indian Education - Six Problems to be specified by the Department from time to time
- E. Thesis - Candidates shall be required to submit a thesis in a subject approved by the University. The thesis shall be prepared under the direction of a Teacher approved by the University and submitted two weeks before the M.Ed. Degree Examination.

*Detailed Syllabus for Educational Organisation and  
Administration*

I. The 19th Century and the movement for national education - A national system: an expression of the national genius - influence of historical, geographical, ethnological, political and economic factors on the systems of education in England, U.S.A., Germany, Italy, Russia, France and Japan. The aim of a national system of education - Indian Education from this point of view

II. Education policy: (1) Aims; (2) Free and compulsory education at different stages; (3) Private and State education

III. Educational Control and Management: Educational authorities - Central, Provincial and Local. The organisation and functions of managing bodies

IV. The Work of the Headmaster: Cooperation with staff - allocation of work - distribution of staff - supervision, classification and promotion of pupils - discipline - extra-curricular activities - relations with parents and the community - school records, registers and returns

V. The Work of the Inspector: Supervision and inspiration - cooperation with school authorities (management and staff) - methods of evaluation of the work of the school as a whole and of individual teachers - encouragement of experiments - coordination and sharing of experience

VI. Educational Finance and its Administration:

- (1) Sources of income - State and private - Central, Provincial and Local - Endowed and provided
- (2) Grants-in-Aid
- (3) Free places and scholarships

VII. Educational Service:

- (1) Central Board of Education
- (2) Research and Statistics
- (3) Museums



- (4) Libraries
- (5) Bureau
- (6) Publications
- (7) Exhibitions
- (8) Broadcasting
- (9) Film and Lantern Libraries

#### VIII. Classification of Schools:

- A. (1) Nursery (2) Infant (3) Primary (4) Secondary
- B. (1) Rural (2) Urban
- C. (1) Agricultural (2) Commercial (3) Technical  
(4) Industrial
- D. Special Schools - schools for girls, for adults, for defectives

#### IX. Curricula:

- (1) Agencies for formulating curricula - principles of the curriculum - differentiation of curricula to suit different types of schools
- (2) Text books - principles and agencies of prescription

X. The Teacher: Selection and training - salaries, pensions and terms of service - professional organisations, national and international - professional etiquette

#### XI. The External Examination

#### XII. Education and Unemployment

#### XIII. Trends in Post-War National Education abroad and current tendencies in India

#### VI. OSMANIA: The M.Ed. examination comprises four papers:

- Paper I - General Theory of Education and Educational Sociology
- Paper II - History of Educational Ideas
- Paper III - Methodology of one of the following subjects:  
English, History and Civics, Mathematics,  
Geography, Science, Urdu or other languages

*Paper IV - Special subject: One of the following:*

- (i) Educational Organisation and Administration
- (ii) Tests and Measurement in Education
- (iii) Educational Hygiene
- (iv) Advanced Educational Psychology
- (v) Comparative Education
- (vi) Methods and Organisation in Nursery Schools, Kindergartens and Montessori Schools

*Detailed Syllabus for Educational Organisation and Administration*

Nineteenth century and movement for national education. National system and expression of national genius. Influence of historical, geographical, ethnological, political and economic factors on systems of education in England, U.S.A., Germany, Italy, Russia, France and Japan. Aims of national system of education. Indian Education from national point of view

Free and compulsory education at different stages. Private and State education

Educational Control and Management. Educational authorities - Central, Provincial and Local. The organisation and functions of managing bodies

Work of Inspector: Supervision and inspiration. Co-operation with school authorities, management and staff. Methods of evaluation of work of school as a whole and of individual teachers. Encouragement of experiments. Co-ordination and sharing of experience

Educational finance and its administration: Sources of income - State and private - Central, Provincial and Local. Endowments and Grants-in-aid. Free places and scholarships

Educational services: Central organisation. Research, Statistics, Museums, Libraries, Bureau, Publications, Exhibitions, Broadcasting, Film and Lantern Libraries



The teacher's selection and training: Salaries, pensions and terms of service. Professional Organisations - National and International Professional Etiquette. Examinations, internal and external

Trends in Post-War National Education abroad and current tendencies in India

#### Books recommended for study

Adams: Modern Developments in Educational Practice

Bray: School Organisation (Urdu Trans. by Tahir)

Bates: The Kindergarten Guide

Darwin: The English Public Schools

Dewey: The Dalton Laboratory Plan

Gillingham: The Indian Kindergarten

Harris: Changing Conceptions of School Discipline

Hearnshaw: Educational Advancement Abroad

Holroyd: The Organisation of School Societies and other Activities

Lynch: The Rise and Progress of the Dalton Plan

Mackee: Instruction in Indian Secondary Schools

Mackow: Extra-Curricular Activities

Montessori: Montessori Method

Montessori: Handbook for Parents and Teachers

Newton: Universities of the Empire

Pekin: Co-education

Rayan and Watson: Examination Tangle and the Way out

Ryburn: The Progressive School

Sandiford: Comparative Education

West: Indian School Management and Inspection

Wren: Indian School Organisation

Ziauddin Ahmed: Systems of Education

**VII. SAUGOR:** The M.Ed. (Administration) examination shall consist of the two parts:

#### Part I - Papers

- (1) Psychology of Education and Educational Sociology
- (2) Principles of Education

- (3) Educational Organisation and Administration in India, U.K. and U.S.A.
- (4) Inspection and Administration of Schools

*Part II - Papers*

- (i) Prescribed course of Laboratory Practical
- (ii) Candidates shall write a dissertation bearing on any aspect of their study embodying either
  - (a) the results of their original research or,
  - (b) a critical presentation of existing data

Detailed syllabuses and books recommended  
for papers III and IV

*Paper III.*

*Educational Administration and Organisation  
in India, U.K. and U.S.A.*

1. The State and Education: Control in respect of elementary, secondary and collegiate education by various Government and other authorities - role of local bodies in the system of public and private education
2. Financing of Education by various Government bodies - grants-in-aid - other arrangements of financing
3. Universities, other institutions of higher education and the national system of education - autonomy of Universities - State control and finance
4. Organisation of pre-primary, elementary, secondary and collegiate systems of education - provision for technical education. Professional training of teachers - compulsory education - adult education - correspondence education
5. Relationship with other agencies; Employment service; Health service; service adapted to rural education and welfare



## Books recommended

1. The following educational reports of the Government of India:
  - (a) The Progress of Education (Quinquennial Reports) - 1927-32 and 1932-37
  - (b) Post-War Educational Development (Central Advisory Board's Report)
2. The following reports on education and Acts of the Government of C.P. and Berar:
  - (i) Annual Reports for the last ten years
  - (ii) Reorganisation of Secondary Education (Jha Committee Report), 1947
  - (iii) Secondary Education Act of 1948
  - (iv) Primary Education Act of 1922
3. Dent: Education Act of 1944
4. Kandel: Studies in Comparative Education
5. Russel and Judd: The American Educational System
6. Spens and Hadow Reports
7. The Education Act of 1944
8. C. Norwood: The English Educational System
9. Sandiford: Comparative Education
10. Brereton: Studies in Foreign Education
11. Cubberley, Ellwood Patterson: Public Education in the United States - a study and interpretation of American Educational History (Boston, Houghton, Mifflin, 1934)
12. Literature on Professional Training of Teachers in the United Kingdom, in U.S.A. and in some of the Commonwealth countries

## Paper IV

### *Inspection and Administration of Schools Inspection*

1. Objectives of Inspection and methods of achieving them
2. School buildings and grounds, equipment, laboratory, etc.

3. (a) Inspection of instructional methods and matter  
      (b) Appraisal of School Community, Activity Programmes
4. Class-room inspection
5. Inspection of school office, registers and accounts
6. Systems of inspection in U.K. and U.S.A.
7. Reporting of inspection: School Surveys

#### *Administration*

1. Principles of Administration of the school. Aids to administration: Maximum use of the space available. School personnel. School systems of work
2. School Office - Organisation, Budgetting and Accounting  
    Standing Orders and Educational Manual
3. Duties of the Headmaster and School Staff
4. Administration and guidance of pupil personnel - discipline, physical and health education programme, student organisations and extra-curricular activities
5. Teacher activities, training of teachers in service
6. The school and the public - problems arising out of the relationship. Parent-Teacher Associations. The relation of the school to other educational agencies
7. Equipment, examinations, time-tables, progress record, attendance, fee and other registers
8. Sites and plans for school buildings

#### **Books recommended**

- Maxwell G.R. and L.R. Kilzer: High School Administration, Doubleday Doran & Co., 1936, N.Y.
- Thomas H. Briggs: Secondary Education, Macmillan Co., N.Y., 1933
- Douglas H.R.: Organisation and Administration of Secondary Schools, Boston, Genn and Company



- Mochlman, Arthus B. School Administration, Boston, Houghton, Mifflin Co., 1946
- Leonard V Koos: Administering the Secondary School, American Book Company, N.Y., 1940
- Mort, Paul B.: Principles of School Administration, McGraw Hill Company Inc., 1946
- Cox Phillip W.L. and R. Emerson Langfitt: High School Administration and Supervision, American Book Company, N.Y., 1934
- Barr A.S., William H. Burton and Lec J. Brueckner: Supervision, D. Appleton: Century Company, N.Y., 1938
- Briggs Thomas H.: Improving Instruction, the Macmilan Co., 1938, N.Y.

## APPENDIX B

## OUTLINE OF A UNIVERSITY COURSE IN EDUCATIONAL ADMINISTRATION

A good university course in educational administration should comprise five papers and practical work combined with a dissertation or long essay.

The papers should be as follows:

*Paper I:* Philosophy of Education and Educational Sociology. The administrator of education must have a good grounding in philosophy of education; but he needs a better idea of educational sociology rather than of educational psychology. The first point of differentiation between M.Ed. (Teaching) and M.Ed. (Administration) should, therefore, be that 'Educational Sociology' should be substituted for the study of 'Advanced Educational Psychology' which is so integral part of the former.

*Paper II:* History of Education in India with special reference to modern period.

A teacher may be able to carry on without a knowledge of the history of education in India; but this background is indispensable to an administrator and one paper is the least that could be devoted to it.

*Paper III:* Problems of Educational Administration.

A good practice would be for the university to prescribe six problems every year for special study - this method is already adopted in Madras. Problems prescribed should, among others, include such questions as (1) Relationship of the State to Education and State-Federal relationship; (2) Fede-



ral responsibility for education; (3) State responsibility for Education; (4) Local responsibility for education and Local-State or Local-State-Federal relationship; (5) Private enterprise in education; (6) Administrative problems of university, secondary, primary, social and vocational education; (7) Educational finance; (8) Educational Legislation; (9) Recruitment, selection and control of service conditions of teaching and supervisory staff; (10) Training of teachers; (11) Examinations; (12) Rural education etc.

Each problem prescribed should be studied in detail in its historical and comparative aspects and with special reference to conditions in India.

In the alternative, this paper may be styled as Problems of Indian Education and all problems may be studied with special emphasis on those connected with administration.

*Paper IV:* Educational Administration in foreign countries. Four or five countries should be prescribed every year among which U.K. and U.S.A. must be included.

*Paper V:* Educational Administration of the State in which the University is situated.

*Paper VI:* Under this practical work in the form of visits to educational offices and observation of their functioning should be obligatory.

Besides, the student should be required to submit either a long essay on any administrative problem or the results of an original investigation into any administrative matter. In the alternative he should be allowed to write five lengthy essays, one on a topic connected with each of the five remaining papers.

## APPENDIX C

## FURLOUGH STUDIES

The following furlough studies were carried out between 1902 and 1907:

S.No.	Subject	Place	Date
1.	Inspection, Training of Teachers, Object Lessons	England and Scotland	1902-03
2.	Physical Laboratories in Germany	Germany	1903
3.	Systems of Great Britain, Switzerland and Germany	Ditto	1908
4.	Agricultural Education, Higher Elementary and Half-time Schools	England	1903-04
5.	(a) Educational System of Japan	Japan	1904
	(b) Elementary Education in England	England	1904
6.	Education at the St. Louis Exposition	United States	1904
7.	Training Colleges of Scotland	Scotland	1904
8.	Industrial and Agricultural Development in England and America	England and America	1904
9.	Engineering Institutions in England and America	Ditto	1904
10.	Improvements in Laboratory Equipment for Applied Mechanics	England and Scotland	1905
11.	Elementary Education in Holland	Holland	1905
12.	Modern Methods of Teaching English in Germany	Germany	1905
13.	Physical Chemistry	Leipsic	1905
14.	(i) Inspection of Schools and (ii) Training of Teachers	England	1905
15.	Recent Practical Advances in Chemistry	Oxford	1906
16.	Training of Teachers	England and Scotland	1905
17.	Teaching and Organisation in Girls' Schools	England	1906-07

Between 1907-12, three more officials were placed on special duty to make furlough studies; and soon thereafter, probably due to World War I, the system seems to have come to an end.



## APPENDIX D

## CONDUCT OF THE SENIOR AND JUNIOR DEPARTMENTAL EXAMINATIONS

If it is decided to institute Senior and Junior Departmental Examinations for entrants to the administrative branch of the Educational Service, their conduct should be governed on the following principles:

1. It should be obligatory on all new entrants to the cadre (whether recruited direct or promoted) to pass the relevant examination prior to confirmation.

2. For those who are already in service, this condition may be relaxed. Those who are more than 45 years of age should be exempted altogether. For younger persons, passing the relevant examination should be made compulsory within a period of 5 years from the date of the introduction of the examinations. Failure to do so should be penalised by withholding increments.

3. It should be open to any person in the non-gazetted cadre who has put in 10 years' service to appear at the senior examination after obtaining the previous permission of the Director of Education. Those who pass it should be considered as specially eligible for promotion to the gazetted cadre. Among those who have thus passed seniority should be reckoned according to the year of passing (that between persons who have passed in the same year being reckoned according to the percentage of marks obtained).

4. The junior examination should be conducted by the Public Service Commission of the State concerned and the senior examination should be conducted by the Union Public Service Commission.

N.B. The same principles will apply, *mutatis mutandis* to the senior and junior clerical examinations.

## APPENDIX E

## ISSUES RAISED IN THIS BROCHURE

1. Should the post of the Education Secretary be held to belong to the general administrative cadre (the I.C.S. or the I.A.S.) or should it be given only to persons who have special educational qualifications?

2. Would you advocate the practice of combining the posts of the Director of Education and the Education Secretary?

If not, what are the difficulties in the way of implementing this reform?

3. If it is not possible to make the Director of Education the Ex-Officio Secretary to Government, would you agree to the proposal that the post of the Education Secretary should belong to the Educational Service of the State concerned so that the person holding the post will invariably have a first hand experience of the problems he has to face? In the alternative would you like all secretaries to Education Department to belong to a Central Cadre controlled by the Government of India under the Ministry of Education?

4. Would you agree to the proposal that the post of the Director of Education should always be filled either by promotion of the senior-most official in the inspecting branch of the Educational Service (this will necessarily include the staff of Training Colleges) or by direct recruitment and never by promotion of a person from the teaching branch?

5. Do you agree that pre-service training in the form of university courses in educational administration should be made available to would-be entrants to the administrative branch of the Educational Service?

6. What, in your opinion, should the content of such a course in educational administration be?



7. Do you think that it would be possible for universities to conduct pre-service training courses for the would-be entrants to the inspecting branch of the Educational Service? If not, what are their difficulties and how would you propose to overcome them?

8. Would you agree to the proposal of holding departmental examinations for all direct recruits to the Educational Service?

If so, how many examinations would be necessary and for whom? What would be the broad outlines of the rules and regulations as well as the curricula of the required examination or examinations?

9. What steps would you propose for training the clerical staff of the Education Departments and local bodies in control of education?

10. What kind of literature is needed to begin the study of Educational Administration as a science? What measures would you adopt to produce it as early as possible?

11. Are you in favour of the system of furlough studies?

If so, on what lines would you like to organise it?

12. Do you approve of the old Civil Service method of training by doing?

If you do, how would you adopt it to the needs of the Education Department?

## APPENDIX F

Bombay Government Resolution, Education Department, No. SBE 1051 of 6-8-1951 as amended by G.R.E.D. No. SBE 1052 of 28-6-1952.

## SCHEDULE I

Rules for the examination qualifying for the appointment of *clerks* in the Offices of School Boards of District Local Boards and Local Authority Municipalities.

Rule 1(a).- The examination will be compulsory for all clerks of School Boards except those exempted under rule 2 in Appendix G to instructions issued under section 23(4) of the Bombay Primary Education Act, 1947, in Government Resolution, Education and Industries Department, No. 7896, dated the 20th April 1949. No clerk who is not already confirmed will be allowed to appear for the examination unless the Chairman of the School Board under which he is serving certifies that he has passed the Secondary School Certificate Examination, the Matriculation or an equivalent examination and that he is likely in due course to be appointed as a permanent clerk of the School Board. Outsiders, except as provided in rules 1(b) and (c) below, will not be allowed to appear for this examination.

Rule 1(b).- The examination will also be open to permanent clerks of the Educational Department who obtain the previous permission of the Director of Public Instruction to sit for it.

Rule 1(c).- Persons, who have passed the Local Fund Accounts Clerks' Examination will also be allowed to appear for the School Board Accounts Clerks' Examination with the previous sanction of the State Government.



Rule 2.- The examination will be held once a year at Poona, Belgaum and Ahmedabad, in the offices of the Divisional Directors of Local Authorities at those places, and at Bombay at such place as may be notified by the Secretary, Bombay Public Service Commission. The date of the examination will be the same as that of the examination for Accounts Clerks of District Local Boards.

Rule 3.- The examinee will be required to pay a fee of Rs. 10 for admission to the examination. This fee may be paid by the School Board concerned out of the Primary Education Fund subject to the conditions that (i) it shall not be paid by the Board on behalf of any candidate more than twice for any particular examination and (ii) it shall be disallowed if, in the Board's opinion, a candidate has neglected the duty of preparing himself for the examination or does not display a reasonable standard of proficiency.

Note:- The fee once paid shall not be refunded or held in reserve for a future examination except in the circumstances and to the extent mentioned below:-

(1) The entire fee shall be refunded if the candidate dies prior to the date of examination.

(2) The entire fee may, at the discretion of the Commission, be refunded or held in reserve for a future examination, if the Chairman of the School Board of the Local Authority concerned, states the circumstances of the case and certifies that it is not possible for the candidate to appear for the examination. Provided that the application for refund or reservation supported by the Chairman's certificate is sent to the Secretary, Bombay Public Service Commission not later than the 15th September.

(3) One half of the fees shall be refunded if the candidate is suddenly taken ill and is thus prevented from appearing for the examination, provided that the application for refund supported by medical certificate

is sent so as to reach the Commission at least one day previous to the date of the commencement of the examination.

Rule 4.- (i) In order to pass the examination, a candidate must obtain not less than 40 per cent of the marks in each paper provided that a candidate who appears in all the papers at one and the same examination but fails to obtain the required minimum for passing in one paper alone shall be entitled to have the deficiency condoned, if he has secured at least 35 per cent of the marks assigned for that paper.

(ii) No candidate will be given more than three chances to appear for the examination, except as specified in sub-paragraph (iii) below.

(iii) A candidate who had appeared for the examination under the old rules and failed shall be entitled to appear for the examination held under these rules provided that he appears for all the papers and provided further that he shall not be entitled to appear for the examination more than four times in all including the examinations held under the old rules.

Notwithstanding anything contained in sub-paragraphs (ii) and (iii) above, a candidate may be given up to two additional chances to appear for the examination, provided the School Board concerned certifies that he is working efficiently and recommends him for such a concession.

(iv) An unsuccessful candidate who has obtained 50 per cent or more of the marks assigned for a paper will be exempted from appearing in it again, provided that a candidate in order to have the benefit of the exemption, must appear for and pass the remaining paper or papers at the next ensuing general examination.

Rule 5.- The examination will consist of four question papers on the following subjects:-



	Marks
I. Precis and draft	50
II. Bombay Civil Services Rules Manual, Chapters II to V, XII and XV.	100
III. (a) Bombay Primary Education Act and Rules issued thereunder.	100
(b) Bombay School Board Account Code	
IV. (a) Grant-in-aid Code.	50
(b) Code containing Government orders re- gulating expenditure on Primary Education.	
(c) Code for Training Colleges and Primary teachers.	

Note (1).— Papers I and II will be common for the examination for clerks of School Boards and for Accounts Clerks of District Local Boards.

Note (2).— When a candidate who has already passed the Local Fund Accounts Clerks' Examination is allowed to appear for the School Board Clerks' Examination and vice versa, he should be exempted from appearing for the papers on (i) Precis and draft and (ii) The Bombay Civil Services Rules. The candidates so exempted shall be required to obtain 40 per cent of the aggregate marks for papers III and IV in which they have actually appeared. The marks previously obtained by them in papers I and II will not be taken into account.

Note (3).— The candidates will be allowed the use of books for answering paper No. II on the Bombay Civil Services Rules.

Rule 6.— The examination will be conducted by the Bombay Public Service Commission.

## SCHEDULE II

Rules for the examination qualifying for the appointment of Accountants of School Boards of District Local Boards and Local Authority Municipalities.

Rule 1.- The examination will be open to Clerks of the Educational Department who obtain the previous permission of the Director of Public Instruction to sit for it, and to all employees of School Boards provided that they put in a service of at least five years in any of the offices of the Educational Department or in a School Board office and have already passed the examination prescribed for clerks of School Boards or have been exempted under Rule 3 in Appendix G to instructions issued under section 23(4) of the Bombay Primary Education Act, 1947, in Government Resolution, Education and Industries Department, No. 7896, dated the 20th April 1949 from passing it.

Note.- Persons who have passed the Local Fund Accountants' Examination may also appear for this examination with the previous sanction of the State Government.

Rule 2.- The examination will be held once a year at Poona, Belgaum and Ahmedabad in the offices of the Divisional Directors of Local Authorities at those places and at Bombay at such place as may be notified by the Secretary, Bombay Public Service Commission. The date of the examination will be the same as that of the examination for Accountants of District Local Boards.

Rule 3.- The examinee will be required to pay a fee of Rs. 15 for admission to the examination. This fee may be paid by the School Board concerned out of the Primary Education Fund subject to the conditions that -

(i) It shall not be paid by the Board on behalf of any candidate more than twice for any particular examination, and



(ii) It shall be disallowed if, in the Board's opinion, a candidate has neglected the duty of preparing himself for the examination or does not display a reasonable standard of proficiency.

Note.- The fee once paid shall not be refunded or held in reserve for a future examination except in the circumstances and to the extent mentioned below:-

(1) The entire fee shall be refunded if the candidate dies prior to the date of the examination.

(2) The entire fee may, at the discretion of the Commission, be refunded or held in reserve for a future examination, if the Chairman of the School Board of the Local Authority concerned, states the circumstances of the case and certifies that it is not possible for the candidate to appear for the examination. Provided that the application for refund or reservation supported by the Chairman's certificate is sent to the Secretary, Bombay Public Service Commission, not later than the 15th September.

(3) One half of the fees shall be refunded if the candidate is suddenly taken ill and is thus prevented from appearing for the examination, provided that the application for refund supported by a medical certificate is sent so as to reach the Commission at least one day previous to the date of the commencement of the examination.

Rule 4.- (i) In order to pass the examination, a candidate must obtain not less than 40 per cent of the marks in each paper provided that a candidate who appears in all the papers at one and the same examination but fails to obtain the required minimum for passing in one paper alone shall be entitled to have the deficiency condoned, if he has secured at least 35 per cent of the marks assigned for that paper.

(ii) No candidate will be given more than three chances to appear for the examination, except as specified in subparagraph (iii) below.

(iii) A candidate who had appeared for the examination under the old rules and failed shall be entitled to appear for the examination held under these rules provided that he appears for all the papers and provided further that he shall not be entitled to appear for the examination more than four times in all including the examinations held under the old rules.

Notwithstanding anything contained in sub-paragraphs (ii) and (iii) above, a candidate may be given up to two additional chances to appear for the examination, provided the School Board concerned certifies that he is working efficiently and recommends him for such a concession.

(iv) An unsuccessful candidate who has obtained 50 per cent or more of the marks assigned for a paper will be exempted from appearing in it again, provided that a candidate in order to have the benefit of the exemption, must appear for and pass the remaining paper or papers at the next ensuing general examination.

Rule 5.- The examination will consist of five question papers on the following subjects:-

	Marks
I. Preci s and draft.	50
II. Bombay Civil Services Rules Manual (Practical) except Chapters XIII, XVI and XVII.	100
III. (a) Grant-in-aid Code.	} 50
(b) Code containing Government orders regulating expenditure on primary education.	



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| <p>IV. Bombay Local Boards Act, 1923, and the rules framed by Government thereunder, in the case of candidates serving or intending to serve in the District School Board Offices and Bombay District Municipal Act, 1901 or the Bombay Municipal Borough's Act 1925, as the case may be, according to the status of the Local Authority Municipality concerned, in the case of the candidates serving or intending to serve in the office of School Boards of Local Authority Municipalities.</p> | } | <p>100 (40 for theoretical part of the paper and 60 for the practical part of the paper).</p> |
| <p>V. (a) Bombay School Board Account Code.<br/>         (b) Financial Publications of the Government of Bombay, Nos. I &amp; II.<br/>         (c) Audit Code, I Edition (1939), with special reference to Chapters 1 to 5, 7 and 9 of section III and Chapters 1 to 5 of section IV.<br/>         (d) Circulars issued by the Examiner, Local Fund Accounts.<br/>         (e) The Local Fund Audit Act, 1930, and the rules thereunder.</p>   | } | <p>100 (40 for theoretical part of the paper and 60 for the practical part of the paper).</p> |

Note(1).- Papers I and II will be common for the examinations for Accountants of School Boards as well as Local Fund Accountants of District Local Boards.

Note(2).- When a candidate who has already passed the Local Fund Accountants' Examination is allowed to appear for the School Board Accountants' Examination and, vice versa, he should be exempted from appearing for the papers on (i) Precis and draft and (ii) The Bombay Civil Services Rules. Candidates so exempted shall be required to obtain 40 per cent of the aggregate marks for papers III, IV and V in which they have actually appeared. The marks previously obtained by them in papers I and II will not be taken into account.

Note (3).- The candidates will be allowed the use of books for answering paper No. II on the Bombay Civil Services Rules and paper No. V(b) on the Financial Publications of the Government of Bombay Nos. I and II.

Rule 6.- The examination will be conducted by the Bombay Public Service Commission.









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